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ABSTRACT

A study was conducted of campus children's centers to formulate recommendations to the Board of Trustees of the Los Angeles Community College District. The following areas were examined: legal authority, management, admission and fees, costs, funding, and organizational alternatives. These recommendations for a plan to establish campus children's centers were made: (1) authorization be given to start planning a center at each college in the District; (2) authorization be given to request State approval; (3) approval be given to the budget transfer; and (4) authorization be given for the selection of an architect. (For related document, see JC 740 037).
(KM)

ED 086282

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LOS ANGELES COMMUNITY COLLEGE DISTRICT

CAMPUS CHILDREN'S CENTERS:

AN ACTION PLAN

JC 740036

DIVISION OF EDUCATIONAL PLANNING AND DEVELOPMENT
Office of College Relations and Community Services

January 1974

TO: THE BOARD OF TRUSTEES, Los Angeles Community College District
SUBJECT: CAMPUS CHILDREN'S CENTERS

Com. No. DIVISION Educational Planning/Development

The following recommendations for a plan to establish campus children's centers at the eight colleges in the Los Angeles Community College District are presented to the Board of Trustees for action:

1. Authorization be given to start planning for a Campus Children's Center at each college in the District.
2. Authorization be given the Chancellor to request approval from the State Superintendent of Public Instruction, in accordance with Education Code Section 16740, for the Los Angeles Community College District to establish children's centers at the eight colleges in the District.
3. Approval be given to the budget transfer listed below for 1973-74:

FROM:

CHILDREN'S CENTER FUND

\$ 211,168

UNIVERSITY OF CALIF.
LOS ANGELES

TO:

CHILDREN'S CENTERS

Salaries

46,736

Building Rental

64,000

Rental of Equipment

33,320

Other Expense

67,112

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

JAN 31 1974

4. Authorization be given for Business Services Division to nominate and for the Chancellor to select an architect, subject to Board appointment, to develop a standard definitive set of plans and specifications for a single design for a campus children's center for all eight colleges and the necessary plot plans and specifications.

Background: On June 20, 1973, the Board of Trustees unanimously adopted "...the recommendations submitted by Dr. Koltai for child care centers, which would include immediate formation of a committee to investigate further the needs, funding, services, and the establishment of a calendar for the study and final reports."

Recommended by:

Approved by:

(continued)

Leslie Koltai, Chancellor

ACTION BY BOARD OF TRUSTEES (Tally of Votes)

Bronson

Richman

La Follette

Washington

Orozco

Wyatt

Richardson

LESLIE KOLTAI, Chancellor and
Secretary to the Board of Trustees

By

Date

In accordance with this Board motion, a District committee composed of students, faculty, administrators, and community representatives was duly formed. Through their efforts the study has been completed and the four recommendations above are presented for approval by the Board of Trustees. Additional information will be brought to the Board of Trustees as the program develops.

ACKNOWLEDGEMENTS

The Los Angeles Community College District wishes to express particular appreciation to the Community Representatives who contributed their time and expertise while serving on the Campus Children's Center Committee. These Community Representatives are:

Ms. Suad Cano, Greater Los Angeles Community Action
Agency

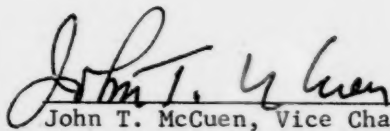
Ms. Sirel Forster, United Way, Inc., Los Angeles

Ms. Marilyn Graves, Crippled Children's Society of
Los Angeles County

Ms. Annie Motin, Office of Contract Compliance,
United States Department of Defense,
Los Angeles

In addition, the District offers its appreciation for assistance and information furnished by:

1. Directors of Campus Children's Centers at Grossmont College, Orange Coast College, and California State University, Long Beach
2. Staff consultants in the State Department of Health
3. Staff consultants in the State Department of Education
4. College administrators and faculty
5. District staff in Business Services, Fiscal Services, and Personnel Operations


John T. McCuen, Vice Chancellor
Educational Planning and Development

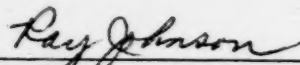

Ray Johnson, Director
College Relations and Community Services

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NEED FOR CAMPUS CHILDREN'S CENTERS

Community colleges have made equality of opportunity to enter higher education a near reality because of their proximity to the population served, low cost to students, and diversity of programs and services. Equality of opportunity has not yet been achieved, since there are persons whose economic status, family situation, or cultural role deter their participation in higher education. To achieve equal opportunity in fact, there must be opportunity for equal access to community colleges. A low cost campus children's center can help provide equal accessibility for many students or prospective students. These include heads of single-parent families, returning veterans, and working students with pre-school age children.

A study published by United Way, Inc., in April 1973, reported there were 221 licensed children's centers in the Central Los Angeles Region 5, serving 12,137 children, with a recorded waiting list of 5,409. Fifty-eight of these centers were operated by the Los Angeles City Schools and served 5,627 children, while 3,880 waited for admission. The need for child care was demonstrated in all areas of Region 5 studied, with the areas served by Los Angeles City College, East Los Angeles College, and Los Angeles Southwest College identified as communities with top priorities for this service. However, this study was limited geographically to only a portion of the Los Angeles Community College District.

Surveys have been conducted at East, City, Harbor, Southwest, Pierce, and Valley, which support their claims for campus child care. Validation of this need also comes from college presidents concerned about helping students continue their college studies and about the recurring problems arising from unattended and unsupervised children on campus. Further validation can be inferred from visits to colleges whose enrollments are comparable to Los Angeles Community Colleges. These colleges reported full utilization of children's center facilities, that unmet needs still exist, and that expansion of programs is planned.

It is important to emphasize that child care needs of community college students are not met by existing children's centers which have long waiting lists of persons with higher priorities. Economic qualifications that determine priority may not be met by community college students, yet they are unable to afford other relatively expensive child care.

The advisory committee suggests these advantages may accrue from campus children's centers:

1. Unemployed persons could enter retraining programs that would enable them to become economically self-sufficient.
2. Welfare costs could be reduced by providing children's center services for those needing job training.

3. Growth opportunities could be provided for the child, as well as for the student-parent.
4. Dropouts due to home and family roles could be reduced.
5. Returning veterans needing children's center services could continue their interrupted educational programs.

The Advisory Committee notes that many persons who wish to begin their higher education live near community colleges. It suggests that many "new students," i.e., veterans, women, and the disadvantaged, will begin or continue their studies at a community college, and that the availability of a campus children's center will increase access for these new students. Because the committee believes that the benefits to children, students, and to society warrant establishment of campus children's centers, it recommends authorizing a center on each campus and initiating programs where feasible.

LEGAL AUTHORITY FOR CHILDREN'S CENTERS

There is legal authority for either a private organization or a school district to establish and maintain a children's center (or day nursery). Who the sponsoring agent is determines whether the center is licensed by the State Department of Health under provisions of Title 22, California Administrative Code or approved by the State Superintendent of Public Instruction under provisions of the Education Code.

Regardless of the authority for and management of a children's center, the same basic requirements must be met. In addition to health, fire, and safety requirements, a children's center must satisfy minimum space requirements (35 sq. ft. per child indoors, 75 sq. ft. per child in outside play area), and have a prescribed ratio of supervisory staff (one to each 12 children) to children enrolled.

Licensing and inspection are obtained through the Department of Health when campus children's centers are formed and managed by an associated student organization. Local zoning, fire, safety, and health requirements are satisfied by the children's center sponsor with only very general assistance from the licensing body.

Under Section 25546.50 of the Education Code, a community college district may obtain approval from the State Superintendent of Public Instruction to establish and maintain its own campus children's center. The State Department of Education assists the district in developing a financial plan, provides curriculum materials, and renders services for site and facilities inspection and approval. A community college district may contract with a unified school district to provide children's center services.

Discussions with representatives of the two licensing agencies indicate that approval for a school district by the State Department of Education

should be much faster to obtain than approval for a private organization, such as the Associated Students, through the Department of Health.

It is the recommendation of the Advisory Committee that campus children's centers be established and maintained by the college district.

MANAGEMENT OF CHILDREN'S CENTERS

The legal body sponsoring a center determines where ownership and management prerogatives reside. Prerogatives of ownership and management include the right to own property, to enter into contracts, to hire personnel, to establish rules for eligibility and admission, to set fees, and to exercise other powers necessary to the operation of a center. This is the case whether the center is located on a college campus or at a convenient nearby location.

Daily administration and supervision of a children's center are the responsibility of a full time director, assisted by an assistant director, teachers, and teacher aides. Specific requirements have been established by law for children's center personnel and for the ratio of staff to children.

It is the recommendation of the Advisory Committee that personnel assigned at campus children's centers be District employees.

ADMISSION AND FEES

Children from the ages of two to five who are toilet trained will be admitted during the day program. Older children may be accommodated during the hours of evening operation. Children of students will have the highest priority for admission. Other children may be admitted up to the maximum center capacity of thirty children.

All student users of the center must be officially enrolled in the college for a minimum of nine units. Additional priorities or criteria for admission are to be developed by the District committee. Although fees are necessary to help meet the operating expenses of the center, they will be kept to a minimum.

It is the recommendation of the Advisory Committee that no child be denied admission because of the student-parent's inability to afford children's center fees.

COSTS OF CHILDREN'S CENTERS

Basically, the costs of both capital outlay and center operations are proportionate to the number of children to be served. The fixed ratios mentioned previously relating to indoor space, outdoor space, and center personnel-to-children must be satisfied. Personnel costs are more variable because lower

classification personnel may be added to satisfy the required ratio as enrollment increases. Also, student assistants may be used.

Basic capital outlay costs include a children's center building, utility hookups, grounds improvement, fencing, child size furnishings, outdoor play equipment, kitchen equipment, and equipment for the center offices. Some colleges have purchased residences and modified them into children's centers. Grossmont College (El Cajon) purchased a 3-bedroom, \$37,000 house on a 30-year loan and spent an additional \$5,000 to meet licensing requirements. The Orange Coast College (Costa Mesa) children's center is a \$48,000 factory-built, modular type structure. The California State University, Long Beach, center is housed in a building donated to the student body by the Soroptimist Club.

The greater part of operating costs is for personnel salaries. Other costs are for curriculum materials, nutrition supplies, office supplies, maintenance, utilities, and insurance. Sample operating expenditure budgets are shown below:

	<u>College of Marin</u> (72-73)		<u>Grossmont College</u> (73-74)		<u>Orange Coast College</u> (73-74)	
	<u>Amount</u>	<u>Percent</u>	<u>Amount</u>	<u>Percent</u>	<u>Amount</u>	<u>Percent</u>
Personnel	\$25,377	84%	\$14,350	64%	\$21,628	67%
Facility	-0-		3,060	14	8,012	25
Utilities	-0-		660	3	-0-	
Maint./Repairs	-0-		1,000	4	200	.5
Supplies	4,930	16	2,500	11	2,300	7
Other Expense	-0-		900	4	200	.5
	\$30,307	100%	\$22,470	100%	\$32,340	100%

Reported data range from 60¢ to \$1.65 per child per hour, with the state-wide average about 86¢. Variations in costs per child per hour appear to result primarily from differences in personnel costs and extent of social services provided for children and their parents.

FUNDING

Sources of funding theoretically include private donors, Federal and/or State programs, student body funds, fund-raising drives, parent user fees, and District funds. Thus, the greatest versatility appears to exist in the area of funding. However, all that is apparent is not reality. No college has received private donations. Federal programs have eligibility qualifications that exclude most community college students. State funding for 1973-74 is committed to existing programs, while decreases in Associated Students memberships strain student budgets.

In addition to District funds for operations, there are several possible means to help meet operating costs:

- College Work Study for teacher aides and for clerical assistance
- VEA, Part H - vocational work study for student workers
- Student Body Contributions
- Fund Raising Drives
- AB 1244 Funds (revises state support for children's centers and establishes a two-year pilot study to develop and test a coordinated child care delivery system administered by the Department of Education)

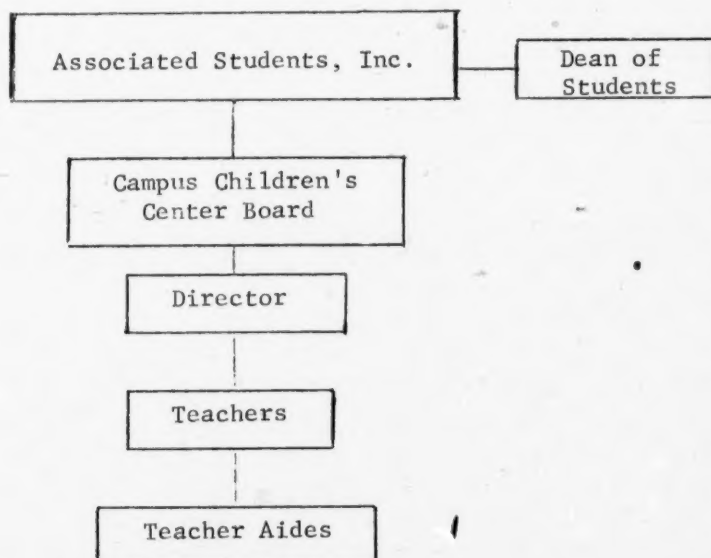
Each college ought to review its special funding sources for possible allocations to children's centers. All departments in all colleges could consider their role and participation in campus children's centers. For example, landscape architecture classes could work on centers as class projects, art classes could help with design and color, photography classes could practice with the children (perhaps raise funds by selling portraits), music students could tape-record music programs for children, and construction students could design and build play and storage equipment.

However, the Advisory Committee stressed that sources of funds other than District funds cannot be relied upon for a continuing, stable program.

ORGANIZATIONAL ALTERNATIVES

The first alternative could be sponsorship of children's centers by the Associated Students organizations, rather than by the District. As an example, Grossmont College has done this with some modicum of success. The most affluent campuses might mount a limited children's center program under this plan, but the less affluent and/or smaller campuses in all likelihood could not fund even this type of service. Thus, the disparity in equality of accessibility would become even greater.

The organization chart of a student-funded campus children's center could be as follows:



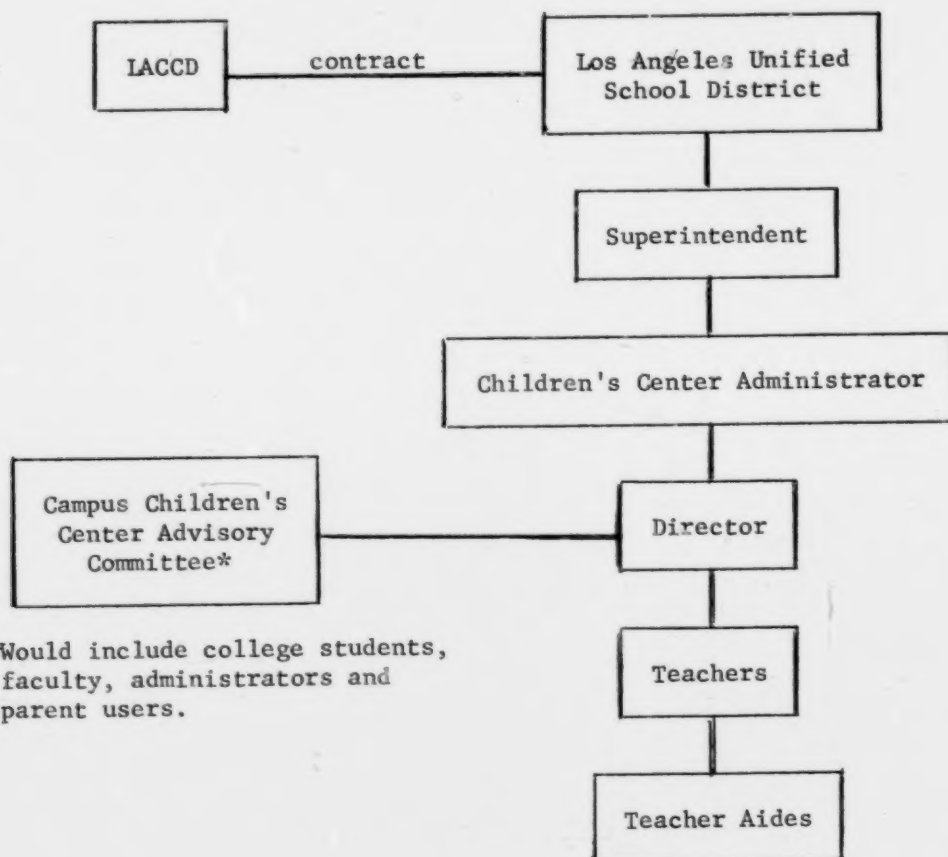
The following budget projected for this first alternative assumes a capacity of 30 children with 80% utilization for 45 hours per week for 37 weeks:

<u>Estimated Income</u>		<u>Estimated Expenditures</u>	
User Fees		Salaries	
(30 x 45 hrs x 80%		Director	\$ 8,800
x 37 weeks x 50¢)	\$19,980	Teachers	12,765
		Aides	<u>5,000</u> \$26,565
A.S.B. Contribution	31,585	Operating Expense	4,000
Work Study	5,000	Building Lease*	8,000
		Utilities & Grounds	11,000
		Fencing	2,000
		Equipment	<u>5,000</u>
	<u>\$56,565</u>		<u>\$56,565</u>

*7-year lease assumed

As a second alternative the Los Angeles Unified School District could operate campus children's centers on a contract basis. While this is a possible option, the unit cost of \$1.65 per child per hour reflects additional costs of supplementary social services for both children and parents. Supplementary funding from state and federal sources, not now available for new programs being designed to help community college students, provides significant assistance for these existing programs in the Unified District. The District operates a variety of children's programs and raises about \$6,000,000 annually in local taxes for this purpose.

The organization chart of a children's center operated on a contract basis could be as follows on page 7.

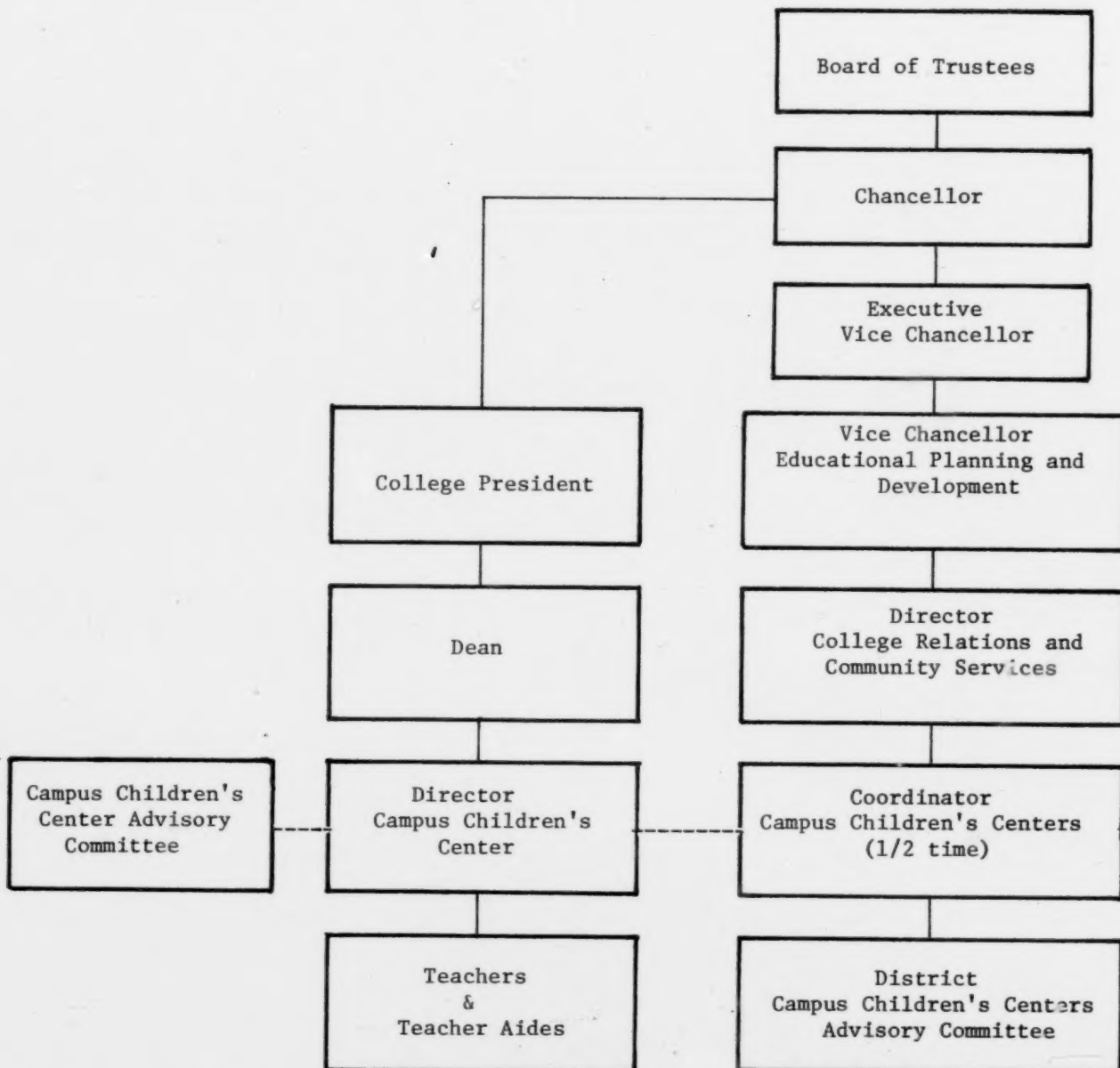


The budget per center for the first year might be estimated as follows:

<u>Estimated Income</u>		<u>Estimated Expenditures</u>	
User Fees	\$ 20,000	Facility and Equipment	\$ 52,000
Work Study	5,000	Operations	
Children's Center Fund	57,500	(50,000 child hours	
General Fund	52,000	@ \$1.65)	82,500
	<u>\$134,500</u>		<u>\$134,500</u>

(Operation of a campus children's center by an outside agency has been explored. It is not considered in this study in the same context as other alternatives, since such a center would be federally based and admission of children would be governed by federal guidelines which do not give students first priority. Thus, a children's center operated by an outside agency would be of only minimal benefit to community college students. Mention is made only to note that this possibility has not been overlooked.)

The third and recommended alternative is that campus children's centers be established, governed, and maintained by the District. This would provide for unity of effort in fiscal affairs, for continuity of existence, and maintenance of accountability to the Board of Trustees for achievement of goals and sound management. It would provide a solid base on which to build, enabling the District to use any supplemental funding (e.g., AB 1244 or County Welfare) for enriching and expanding services. In addition, all center staff members would meet District standards for employment. The organizational structure could be as follows:



The estimated budget projection for a single district sponsored campus children's center day program to serve 30 children is as follows:

	First Year Per College	Second Year Per College	Third Year Per College	Fourth Year Per College	Fifth Year Per College
Building	\$ 6,049				
Equipment	<u>5,005</u>	<u>\$ 1,000</u>	<u>\$ 500</u>	<u>\$ 100</u>	<u>\$ 100</u>
Total Capital Outlay	<u>\$11,054</u>	<u>\$ 1,000</u>	<u>\$ 500</u>	<u>\$ 100</u>	<u>\$ 100</u>
<u>Operating Expense</u>					
*Lease	\$ 8,000	\$ 8,000	\$ 8,000	\$ 8,000	\$ 8,000
Salaries	26,565	27,890	29,285	30,748	32,285
Supplies	770	808	848	890	935
Utilities	1,155	1,213	1,274	1,338	1,405
Insurance	200	210	220	231	242
Repairs, M. & O.	1,245	1,307	1,372	1,440	1,512
Nutrition Supplies	1,000	1,050	1,102	1,157	1,215
Other Expense	<u>350</u>	<u>368</u>	<u>386</u>	<u>405</u>	<u>525</u>
Total Operating Expense	<u>\$39,285</u>	<u>\$40,846</u>	<u>\$42,487</u>	<u>\$44,209</u>	<u>\$46,019</u>
Total Expenditures	<u>\$50,339</u>	<u>\$41,846</u>	<u>\$42,987</u>	<u>\$44,309</u>	<u>\$46,119</u>
<u>Estimated Income</u>					
User Fees	\$19,980	\$20,979	\$22,028	\$23,130	\$24,286
Work Study	5,000	5,250	5,512	5,788	6,077
General Fund -					
Community Services	11,054	1,000	500	100	100
Children's Center Fund	<u>14,305</u>	<u>14,617</u>	<u>14,947</u>	<u>15,291</u>	<u>15,656</u>
Total Income	<u>\$50,339</u>	<u>\$41,846</u>	<u>\$42,987</u>	<u>\$44,309</u>	<u>\$46,119</u>
Cost/Child Hour					
(Operating Expense					
÷ 40,000 child hours)	\$.982	\$ 1.021	\$ 1.062	\$ 1.105	\$ 1.150
Cost ÷ 50,000 hours	.785	.816	.849	.884	.920

* Seven Year Lease

In the event that evening operation is adopted, the costs and revenue are estimated as follows:

	First Year Per College	Second Year Per College	Third Year Per College	Fourth Year Per College	Fifth Year Per College
<u>Incremental Evening Costs</u>					
Salaries	\$ 6,919	\$ 7,265	\$ 7,628	\$ 8,009	\$ 8,410
Supplies	500	525	551	579	608
Utilities	468	491	516	541	568
Nutrition Supplies	<u>500</u>	<u>525</u>	<u>551</u>	<u>579</u>	<u>608</u>
Total Added Cost	<u>\$ 8,387</u>	<u>\$ 8,806</u>	<u>\$ 9,246</u>	<u>\$ 9,708</u>	<u>\$10,194</u>
<u>Incremental Evening Income</u> (30 x 5.5 hrs x 4 x 37 x .50¢ x 80%)					
	<u>\$ 9,768</u>	<u>\$10,256</u>	<u>\$10,769</u>	<u>\$11,308</u>	<u>\$11,873</u>
Estimated Excess of Revenue over Costs	<u>\$ 1,381</u>	<u>\$ 1,450</u>	<u>\$ 1,523</u>	<u>\$ 1,600</u>	<u>\$ 1,679</u>

OVERVIEW OF FINDINGS

1. All established campus children's centers contacted reported full utilization of facilities.
2. No campus children's center reported that it is able to be self-supporting solely on the basis of user fees.
3. Volunteer assistance by parent users to children's center operation is negligible.
4. Children of students have the highest priority for admission to a campus children's center, in accordance with local college guidelines.
5. Campus children's centers formulated according to State of California standards will serve our students best.
6. Obtaining approval to establish a children's center by working through the State Department of Education seems advisable for a community college district both in terms of assistance available and time required for approval of center.
7. The only reliable and available funding for establishing children's centers is the children's centers appropriation in the District's 1973-74 budget.

8. An estimated time period of five to six months is required in order to have a building ready for occupancy as a children's center. The periods needed to provide a factory-built modular type unit are shown below:

No. Days	45-60	30	5-30	60	Min. 140 Max. 180
Activity	Development of definitive plans and specifications	Advertisement and opening of bids	Bidder submits plans to Architecture and Construction, State of Calif.	Construction	Occupancy

9. The purchase price of a children's center building that could accept at least 30 children would cost about \$52,000. Estimated costs for the modular factory-built type of unit range from \$20-\$24 per square foot for a refurbished unit, to \$25-\$27 per square foot for a new unit. Some savings might be realized by buying identical units. The advisory committee recommended this. However, it is the opinion of County Counsel that under existing legislation, children's center tax revenue may not be used for capital outlay.
10. A Five Year Financial Projection for eight campus Children's Centers, assuming the centers were acquired by a leasing arrangement, would be as follows:

	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>
Carry-over Balance	\$ --	\$408,024	\$276,624	\$141,861	\$ 50,000
Children's Center Fund	530,760	--	--	46,414	141,992
General Fund -					
Community Services	<u>88,432</u>	<u>8,000</u>	<u>4,000</u>	<u>800</u>	<u>800</u>
Total Funds Available	619,192	416,024	280,624	189,075	192,792
Less: Capital Outlay	<u>88,432</u>	<u>8,000</u>	<u>4,000</u>	<u>800</u>	<u>800</u>
Balance	\$530,760	\$408,024	\$276,624	\$188,275	\$191,992
Less: Children's Centers					
Expenditures	<u>122,736</u>	<u>131,400</u>	<u>134,763</u>	<u>138,275</u>	<u>141,992</u>
End of Year Balance	<u>\$408,024</u>	<u>\$276,624</u>	<u>\$141,861</u>	<u>\$ 50,000</u>	<u>\$ 50,000</u>

RECOMMENDATIONS

Based upon information given by persons consulted in this study, opinions endorsed by the Advisory Committee, and observations and analyses of campus children's centers in operation, the following recommendations are presented to the Board of Trustees; that:

1. Campus children's centers established in the Los Angeles Community College District have programs of high quality that can serve as models for other community colleges. The basic purposes of these centers are:
 - (1) to provide essential children's center services for students attending a Los Angeles community college, according to guidelines established for admission of children
 - (2) to provide programs of high educational quality for the children enrolled
2. Authorization be given the Chancellor to request approval from the State Superintendent of Public Instruction for the Los Angeles Community College District to establish children's centers at the eight colleges in the District.
3. A half-time Coordinator of Campus Children's Centers in the Division of Educational Planning and Development be assigned to assist the colleges in planning and operating children's centers.
4. A Director, Campus Children's Center, be assigned at each college at the earliest feasible date and job descriptions be developed immediately for the following positions:
 - (1) Director, Campus Children's Center
 - (2) Assistant Director/Teacher, Campus Children's Center
 - (3) Teacher, Campus Children's Center
5. An evaluation component be incorporated in the program design for each children's center, whereby the Director of Educational Research and Analysis coordinates periodic on-site team visits and evaluations and provides written reports of findings.
6. A District standing committee be established to study issues and to make recommendations to the Chancellor concerning children's centers. The committee would immediately develop recommendations regarding priorities for admission of children and a uniform fee schedule.
7. Authorization be given for Business Services to appoint a single architect (as an exception to Administrative Guidelines for Nomination of Architects, March 12, 1973) to coordinate the development of a standard definitive set of plans and specifications for campus children's centers and that the plans and specifications be put out to bid promptly.